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A REPORT ON THE PROPOSED CONSOLIDATION
OF THE MUNICIPALITIES OF
LADUE, FRONTENAC, AND HUNTLEIGH VILLAGE, MISSOURI

Prepared by
Governmental Research Institute
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The Governmental Research Institute was requested by officials of Ladue, Frontenac, and Huntleigh Village to study and report on the proposal that these three municipalities should consolidate to form a single municipality.

The findings and conclusions resulting from the Institute's study are presented in this report.

The report is based on field surveys of the three municipalities made by a member of the Institute's staff, data obtained from the official records of the three municipalities and St. Louis County, special reports prepared by department heads of the municipalities, and interviews with municipal officials and employees.

The Institute wishes to thank all these individuals for their cooperation and assistance.

This report is divided into three parts. Part I describes the area, population, zoning, governmental organization, costs of government, sources of revenue, and financial position of each of the three municipalities. Part II presents comparable information on the three municipalities consolidated, including estimated governmental costs and revenues. Part III summarizes the major findings and conclusions of the Institute as to the proposed consolidation.

Part I

Description of Ladue, Frontenac, and Huntleigh Village

Ladue

The City of Ladue is located in St. Louis County, Missouri, approximately three miles beyond the western boundaries of the City of St. Louis. It operates under a statutory charter as a city of the fourth class.

Area. Ladue was first incorporated as a village in 1929, with an area of 1,728 acres or 2.70 square miles. In 1936, the villages of Ladue, Deer Creek, and McKnight were consolidated to form the City of Ladue, with an area of 4,533 acres or 7.08 square miles. Since 1936, two areas have been separated from the City and three have been annexed, giving Ladue its present area of 5,395 acres or 8.43 square miles.

All of Ladue is within the boundaries of the Ladue School District and the Metropolitan St. Louis Sewer District. Prior to the creation of the Metropolitan St. Louis Sewer District, three smaller sewer districts served Ladue. In 1957, two of these districts were dissolved. The Ladue-Deer Creek Sewer District, which includes most of the City of Ladue, has not been dissolved, because of its outstanding bonded indebtedness.

Population. The population of Ladue has grown steadily since its incorporation as a village in 1929, when it had an estimated population of 750. In 1936, following the consolidation of Ladue with Deer Creek and McKnight, the total estimated population stood at 2,392. The 1940 United States Census reported a population of 3,946, an increase over the 1936 population of 64.97%. By 1950, according to the United States Census, the population had grown to 5,614, an increase over the 1940 population of 42.27%. The population as of January 1, 1958 is estimated to be 9,044, an increase over the 1950 population of 61.10%.¹

¹This population estimate was arrived at by multiplying the number of water meters by the average number of persons served by each meter.

Based on existing boundaries and zoning restrictions, it is estimated that the population of Ladue can increase by approximately 3,500 to a maximum of 12,500.

When Ladue reaches its expected maximum population of 12,500, and if there are no changes in the present boundaries of the City, the population density will be 1,483 per square mile.

Zoning. Ladue is predominantly a city of residences with a limited number of commercial and industrial establishments. The zoning ordinance divides the City into seven districts according to the types of land-use permitted, as shown in Table 1. Five of the districts are zoned for single-family residential use, and the other two for commercial and industrial uses, respectively. About 89% of the City's area is zoned for residential use, and only about 3% is zoned for commercial and industrial uses. Of the area zoned for residential uses, more than one-half is zoned for 1.8-acre and 3-acre residential use, while less than one-tenth is zoned for 10,000 square feet and 15,000 square feet residential use.

Table 1
City of Ladue
Classification of Zoning Districts
By Land Use*

<u>Land Use</u>	<u>Acres</u>	<u>Percent of Total Area</u>
Residence		
3-acre-----	1,013	19%
1.8-acre-----	1,735	32
30,000 square feet-----	1,574	29
15,000 square feet-----	304	6
10,000 square feet-----	146	3
Total Residence-----	(4,772)	(89%)
Commercial-----	43	1
Industrial -----	120	2
Streets and Roads-----	460	8
Total Area	5,395	100%

*See map accompanying this report for the boundaries of the zoning districts.

Except for the extreme southern and western portions of the City, there are few areas left to be developed for residential use. There are also very few commercial and industrial areas still available for development.

Governmental Organization. Ladue has a mayor-council form of government. The City Council is composed of six councilmen, two being elected from each of three wards. The Mayor, Police and Fire Marshal, Collector, and Police Judge are elected by the voters of the City at large. Other City officials and members of boards and commissions are appointed by the Mayor with the consent of the City Council.

Administrative Departments and Operating Expenditures. The governmental services provided by Ladue are divided into the following administrative departments: Administrative, Police, Fire, Road, Forestry, Building, Sewer and Plumbing, and Smoke. The organization and personnel of these departments are described in the following paragraphs. Their operating expenditures for 1957 are shown in Table 2.

1. Administrative Department. The Administrative Department is under the supervision of the City Clerk. The other personnel of the Department consist of an office manager, secretary, tax clerk, clerk-typist, and a building maintenance employee. Expenditures for salaries and legal and other professional fees constitute more than 50% of total departmental expenditures. Other major expenditures of this Department are for supplies, office equipment, parks and playgrounds, Social Security payroll taxes, building maintenance, and contracts with the St. Louis County Health Department for restaurant inspection, rabies control, and mosquito control.

2. Police Department. The Police Department is under the general supervision of the Police and Fire Marshal. Much of the supervisory authority has been delegated to the Police Inspector, who is the top-ranking

Table 2

City of Ladue
1957 Operating Expenditures*

<u>Department</u>	<u>Amount</u>
Administrative -----	\$ 47,228
Police -----	105,894
Fire -----	100,278
Roads and Forestry -----	57,897
Building -----	2,069
Sewer and Plumbing -----	1,200
Smoke -----	120
Total Expenditures -----	\$314,686

*The figures presented in this table include expenditures from the General Fund and the County Road and Bridge Tax Refund Account.

commissioned officer of the Department. The personnel of the Police Department consist of 18 members as follows:

Inspector of Police
Lieutenant
Sergeants (3)
Patrolmen (10)
Dispatchers (civilian) (3)

The major operational equipment of the Department consists of: five patrol cars, one of which is assigned to the Police Inspector; two motorcycles; one station wagon equipped for radar patrol duty; one FM radio transmitter and receiver; and teletype equipment. All patrol cars are equipped with two-way radios, but the motorcycles are equipped with radio receivers only.

3. Fire Department. The Fire Department also is under the supervision of the Police and Fire Marshal. Much of the supervisory authority has been delegated to the Fire Chief, who is the top-ranking commissioned officer of the Department. The personnel of the Fire Department consist of 17 members as follows:

Fire Chief
Captains (2)
Lieutenants (2)
Engineers (2)
Privates (10)

There are two engine houses, with a captain, a lieutenant, an engineer, and five privates assigned to each.

The major fire-fighting equipment of the Department consists of: two 750-gallon per minute fire engine pumpers, and one ambulance.

The Missouri Inspection Bureau has rated all of Ladue in Class 6 for purposes of fire insurance coverage.

4. Road and Forestry Departments. The Road and Forestry departments are under the supervision of the Road Commissioner. The personnel of the two departments consist of a road inspector, five street laborers, and four temporary laborers hired during the summer months. The work of the departments is to maintain 37 miles of roads, keep them free of snow and obstructions caused by trees, and maintain the small municipal park.

The major pieces of equipment of the two departments are as follows:

- 1½-ton trucks (3)
- Pick-up truck
- Push-type snow plows (2)
- Asphalt distributor
- Tandem roller
- Tractor-mower

5. Building, Sewer and Plumbing, and Smoke Departments. The Building, Sewer and Plumbing, and Smoke departments are under the supervision of the Building Commissioner. The work of the departments consists of making inspections in accordance with the building, plumbing, and smoke regulations. All such inspections are made by a part-time building inspector. The salary and travel allowance of the building inspector comprise almost all of the expenditures of these three departments.

Sources of Operating Revenues. Ladue relies on a variety of sources of revenues to finance its operating expenditures. These sources of revenue and the receipts during 1957 are summarized in Table 3.

1. Property Taxes. Property taxes provide over 42% of all Ladue operating revenues. A tax rate of 34¢ per \$100 of assessed valuation is

levied for the General Fund, which is the City's operating fund. Table 4 presents the assessed valuation of real property, personal property, public utility property, and merchants' and manufacturers' inventories.

Almost 6% or 320 acres of the total area of Ladue is tax-exempt property. Table 5 summarizes the types of property and the number of acres which are tax-exempt.

2. Intangible Property Tax. The intangible property tax is levied and collected by the State of Missouri, and distributed among the local governmental units within the County, including municipalities, according to the local tax rates.

Table 3
City of Ladue
1957 Operating Revenues*

<u>Source</u>	<u>Amount</u>
Property Taxes	
Real Estate -----	\$132,822
Personal -----	14,807
Public Utility -----	5,492
Merchants and Manufacturers -----	4,370
Total Property Taxes -----	(\$157,491)
Intangible Property Tax -----	5,565
County Road and Bridge Tax Refund -----	45,022
Gasoline Tax -----	51,544
Motor Vehicle License Tax -----	10,633
Public Utility License Tax -----	54,555
Business and Other License Taxes -----	28,596
Building and Other Permit and Inspection Fees -----	8,075
Other Fees -----	105
Police Court Fines -----	3,577
Interest on Bonds -----	3,770
Other Revenue -----	687
Total Revenues -----	\$369,620

*The figures presented in this table include the revenues of the General Fund and the County Road and Bridge Tax Refund.

Table 4

City of Ladue
1957 Assessed Valuation of Taxable Property

<u>Class of Property</u>	<u>Assessed Valuation</u>
Real Estate -----	\$38,231,500
Personal -----	4,701,290
Public Utility -----	1,674,383
Merchants and Manufacturers -----	1,092,557
Total -----	\$45,699,730

Table 5

City of Ladue
Real Property Exempt From Taxation

<u>Class of Property</u>	<u>Acres</u>
Church -----	46
Cemetery -----	6
School	
Public -----	74
Private -----	129
Municipal -----	9
County -----	56
Total -----	320

3. County Road and Bridge Tax Refund. The County Highway Department has established a road fund account for each County municipality. Fifty per cent of the revenue collected from the County Road and Bridge Tax within each municipality is credited to its road fund account. During the year, each municipality submits statements of expenditures made for road maintenance, and the County Highway Department reimburses it for such expenditures from the municipality's road fund account. Any money not used in one year is carried over as a balance to the next year. Any balance in the road fund account after the second year reverts back to the County Road and Bridge Fund.

4. Gasoline Tax. Ladue's gasoline tax is 1¢ per gallon sold. It is collected from the service station owners.

5. Motor Vehicle License Tax. The motor vehicle license tax is \$2.00 for private motor vehicles, and \$3.00 for commercial motor vehicles.

6. Public Utility License Tax. Public utilities are subject to a license tax of $3\frac{1}{2}\%$ of the gross receipts received from business done within Ladue.

7. Business and Other License Taxes. There are several classes of business which are licensed by Ladue, as follows: merchants and manufacturers, retailers of liquor, restaurants, garbage collectors, and milk distributors.

Merchants and manufacturers pay a license tax as follows: an annual base license tax of \$25, plus \$1 on each \$1,000 gross sales from \$12,500 to \$200,000, and 50¢ on each \$1,000 gross sales in excess of \$200,000.

The sale of liquor by the drink is subject to an annual license tax of \$300; the sale of beer on tap, \$50; and the sale of packaged beer, \$20.

Restaurants and other food establishments are subject to a license tax of \$24, which is paid to the St. Louis County Health Department for the sanitary inspection of restaurants.

Garbage and refuse collectors pay an annual license tax of \$12, peddlers an annual renewal license tax of 50¢, and milk distributors an annual license tax of \$2 per truck.

All dogs must be licensed. The license tax is \$1 for male or spayed female dogs, and \$2 for female dogs.

8. Building and Other Permit and Inspection Fees. Building, plumbing, and excavation permits are issued by Ladue. Building, plumbing, and smoke inspections are made by the Building Inspector, and excavation inspections are made by the Road Commissioner. The fees charged vary according to the number and type of inspections made. Ladue contracts with the St. Louis County Division of Electrical Inspection for electrical inspection. One-third of all inspection fees collected by the County Division of Electrical Inspection are refunded to Ladue.

9. Other Fees. An annual fee of \$25 is charged for the operation of

each motor bus or truck within the City for commercial purposes. Fees are charged for the impounding of dogs.

10. Police Court Fines. Police court fines vary according to the offense committed.

11. Interest on Bonds. Ladue has invested all of its surplus of \$215,000 in United States Treasury Bonds, from which it receives interest payments.

12. Other Revenue. This class of revenue includes such items as telephone tolls collected, postage on tax bills, and receipts from the sale of copies of City ordinances.

Bonded Indebtedness. In 1950, Ladue passed a \$150,000 bond issue for the remodeling of the City Hall and the construction of a second fire station. Two series of bonds were issued, one carrying an interest rate of $1\frac{1}{4}\%$, and the other series an interest of $1\frac{1}{2}\%$. The bonds are being retired at the rate of \$10,000 a year. As of January 1, 1958, the outstanding bonded indebtedness of Ladue was \$80,000.

A tax rate of 2.7¢ per \$100 assessed valuation of property is levied for the purpose of paying the principal, accrued interest, and collection fees of the bonds to be retired. In 1957, the total expenditures for servicing the bonded debt were \$11,184.

Policemen and Firemen Pension Fund. The Policemen and Firemen Pension Fund was created in 1947 with a Board of Trustees appointed to administer the Fund. The present tax rate of 3.3¢ per \$100 assessed valuation of property is levied for the purpose of providing revenue for the Pension Fund. Uniformed members of the Police and Fire departments contribute 3% of their salaries to the Fund. In 1957, the operating expenditures of the Policemen and Firemen Pension Fund totaled \$16,505.

Financial Position. The City of Ladue has considerable fixed assets in the form of land, buildings, and equipment. In addition, over the years,

General Fund revenues have exceeded General Fund expenditures, so that by 1958 a surplus of \$215,000 existed, all of which is invested in United States Treasury Bonds. This surplus has been designated as a reserve for improvements. The City Clerk has estimated that \$51,471 will be added in 1958 to the surplus or reserve for improvements, making a total of \$266,471. Offsetting these assets to some extent is Ladue's bonded indebtedness, which amounted to \$80,000 on January 1, 1958.

Frontenac

The City of Frontenac is located immediately west of Ladue with the eastern side of Lindbergh Boulevard being a common boundary between the two cities. Frontenac operates under a statutory charter as a city of the fourth class.

Area. Frontenac was incorporated as a village in 1947, with an area of 549 acres or 0.86 of a square mile. In 1948, the area of the village was more than doubled by annexation. The legal status of Frontenac was changed in 1950, when it became a city of the fourth class. Since 1950, two additional areas have been annexed to the City, giving Frontenac its present area of 1,808 acres or 2.83 square miles.

All but the southern portion of Frontenac lies within the boundaries of the Ladue School District. The southern portion of the City, which was annexed in 1954, lies within the boundaries of the Kirkwood (R-7) School District. All of Frontenac lies within the boundaries of the St. Louis Metropolitan Sewer District.

Population. The population of Frontenac has grown rapidly since its incorporation in 1947, when the population was estimated to be 125. The 1948 annexation increased the population to an estimated 500, an increase over the 1947 population of 300%. The official 1950 United States Census reported a population of 1,096, an increase of 119% over the 1948 population. A special census taken in 1955 reported a population of 1,883, an increase

of 72% over the 1950 population. The population as of January 1, 1958, is estimated to be 2,203, an increase over the 1955 population of 17%.²

Based on existing boundaries and zoning restrictions, it is estimated that the population of Frontenac could increase approximately 1,700 to a maximum of 3,903.

If the population of Frontenac increases to its estimated maximum and there are no changes in the present area of the City, the population density will be 1,379.

Zoning. Frontenac is predominantly a city of residences with a limited number of commercial establishments located on the west side of Lindbergh Boulevard. The zoning ordinance divides the City into three districts according to the types of land-uses permitted, as shown in Table 6. Two districts are zoned for single-family residential use, and one for commercial use. About 96% of the City's area is zoned for residential use, and only 1% is zoned for commercial use. Of the areas zoned for residential use, about 98% is zoned for one-acre lots, and only 2% is zoned for 7,500 square foot lots. All the area zoned for 7,500 square feet residential use is located in the northeastern corner of the City known as West End Park.

More than 20% of the area zoned for one-acre residential use is still undeveloped. There are, however, only a limited number of lots still undeveloped in the area zoned for commercial use.

²This population estimates was arrived at by multiplying the number of water meters by the average number of persons served by each meter.

Table 6
City of Frontenac
Classification of Zoning Districts
By Land Use*

<u>Land Use</u>	<u>Acres</u>	<u>Per Cent of Total Area</u>
Residence		
1-acre -----	1,699	94%
7,500 Square feet -----	35	2
Total Residence -----	(1,734)	(96)
Commercial -----	24	1
Streets and Roads -----	50	3
Total Area -----	1,808	100%

*See the map accompanying this report for the boundaries of the zoning districts.

Governmental Organization. Frontenac has a mayor-council form of government. The city council, known as the Board of Aldermen, is composed of six Aldermen, two elected from each of three wards. The Mayor, Police Marshal, Collector, and Police Judge are elected by the voters of the City at large. All other City officials and members of boards and commissions are appointed by the Mayor with the approval of the Board of Aldermen.

Governmental Services and Expenditures. The governmental services provided by Frontenac are as follows: police protection, road maintenance, and building inspection. In addition, City expenditures are made for general administration, rental of fire hydrants, license collection, property tax collection, and legal services. Frontenac's expenditures for 1957 are shown in Table 7.

Table 7

City of Frontenac
1957 General Fund Expenditures*

<u>Functions</u>	<u>Amount</u>
Police Protection -----	\$31,090
Road Maintenance -----	22,074
Building Inspection -----	878
Administration -----	1,074
Fire Hydrants -----	2,665
Tax Collection -----	2,473
Legal and Accounting -----	2,287
Insurance -----	<u>1,873</u>
Total Expenditures -----	\$64,414

*All expenditures of the City of Frontenac are made from the General Fund.

1. Police Protection. Police protection in Frontenac is under the general supervision of a Board of Police Commissioners. The police personnel consist of an elected Police Marshal and six uniformed personnel, as follows: Police Captain, four patrolmen, and a part-time school crossing guard. Two patrol cars are used to patrol Frontenac, and also Huntleigh Village and the Village of Westwood which have contracted with Frontenac for police protection.

2. Road Maintenance. The maintenance of roads is under the supervision of the Road Commissioner, who is responsible for improving and maintaining the five and one-half miles of public roads in Frontenac. Any major improvement or maintenance work, however, is done by contract with a private road construction firm. The Road Commissioner receives no salary, and all road maintenance expenditures are for road materials and supplies, including road signs and markers, and any work done under contract.

3. Building Inspection. The inspection of all new buildings under construction is under the supervision of the Building Inspector. He receives no regular salary, but is compensated for his work from the

building inspection fees received by the City.

4. Other Services. General administrative duties are performed by the City Clerk.

Frontenac has no fire department. Fire protection is provided by the Creve Coeur Fire Department on a fee basis to individual property owners. Frontenac rents 106 fire hydrants from the St. Louis Water Company at an annual cost of \$2,665. All of Frontenac has been rated Class 10 for fire insurance coverage by the Missouri Inspection Bureau.

All municipal license fees are collected by the License Collector, who receives no salary.

All real and personal property taxes are collected for the City by the City and Village Tax Office, a private firm which acts as a tax collection agency for a large number of municipalities in St. Louis County. The cost of this service to Frontenac is 7% of the total taxes collected.

Legal services are provided by the City Attorney.

Sources of Revenue. Frontenac relies on several sources of revenue to finance its expenditures. These sources and the amounts collected during 1957 are shown in Table 8.

1. Property Taxes. Property taxes provided over 32% of the total 1957 revenues. Table 9 presents the assessed valuation of the real property, personal property, and public utility property, against which was levied a tax rate of 50¢ per \$100 of assessed valuation for the fiscal year ending June 30, 1957, and a rate of 69¢ for the fiscal year ending June 30, 1958.

Almost 12% or 214 acres of the total area of Frontenac is classified as tax-exempt property. Table 10 summarizes the types of tax-exempt property.

2. Intangible Property Tax. The revenue Frontenac receives from the intangible property tax is distributed to it on the same basis as that described for Ladue.

Table 8

City of Frontenac
1957 General Fund Revenues*

<u>Source of Revenue</u>	<u>Amount</u>
Property Taxes	
Real Estate -----	\$25,290**
Personal -----	2,790
Total Property Taxes -----	(\$28,082)
Intangible Property Taxes -----	889
County Road and Bridge Tax Refund -----	13,708
Gasoline Tax -----	5,788
Public Utility License Tax -----	13,880
Business and Other License Taxes -----	4,961
Building and Other Inspection Fees -----	3,806
Police Court Fines -----	8,375
Interest Income -----	811
Police Protection Contracts -----	5,700
Total Revenue -----	\$85,998

*All revenues of the City of Frontenac are paid into the General Fund.
**Includes public utility property taxes.

Table 9

City of Frontenac
1957 Assessed Valuation of Taxable Property

<u>Class of Property</u>	<u>Assessed Valuation</u>
Real Estate -----	\$7,019,460
Personal -----	870,460
Public Utility -----	332,281
Total -----	\$8,222,201

Table 10

City of Frontenac
Real Property Exempt from Taxation

<u>Class of Property</u>	<u>Acreage</u>
Church-----	3
Religious Organizations-----	116
Schools	
Public-----	6
Parochial-----	87
Cemetery-----	2
Total -----	214

3. County Road and Bridge Tax Refund. The revenue Frontenac receives from the County Road and Bridge Tax Refund is distributed to it on the same basis as that described for Ladue.

4. Gasoline Tax. Frontenac's gasoline tax is one-half cent per gallon of gasoline sold, collected from the service station owners.

5. Public Utility License Tax. Public utilities are subject to a license tax of 5% of the gross receipts received from business done within Frontenac.

6. Business and Other License Taxes. Frontenac levies a license tax on all merchants and manufacturers of \$1 on each \$1,000 of gross receipts, with a minimum of \$50.

The sale of packaged liquor or by the drink is subject to an annual license tax of \$300; the sale of beer on tap, \$52.50; and the sale of packaged beer, \$22.50.

The display of a sign for advertising purposes is subject to an annual license tax of \$25.

7. Building and Other Permit and Inspection Fees. Building permits are issued by Frontenac. All building inspections are made by the Building Commissioner. The fees charged vary according to the number and types of inspections made. Frontenac contracts with the St. Louis County divisions of Electrical Inspection and Plumbing Inspection for electrical and plumbing inspections. One-third of all inspection fees collected by the County are refunded to Frontenac.

8. Police Court Fines. Police court fines vary according to the offense committed.

9. Interest Income. Interest income is received from the cash surplus which has been deposited in a local bank.

10. Police Protection Contracts. For several years, Huntleigh Village has had a contract with Frontenac for police patrol service. In 1958, the

Village of Westwood also contracted with Frontenac for the same type of police protection. The annual cost charged by Frontenac to each municipality is \$5,700.

Financial Position. Frontenac owns no fixed assets except two police patrol cars, and it has no bonded indebtedness. Its current property tax rate was set at 69¢ per \$100 of assessed valuation in 1957 in order to create a cash surplus, which would help to pay for the cost of constructing a building to house both a City Hall and a fire engine station. As of March 24, 1958, the City Treasurer reported that there was a cash surplus of \$103,000. He estimated that by December 31, 1958, the cash surplus will have increased by approximately \$2,000, making a total cash surplus of approximately \$105,000.

Huntleigh Village

Huntleigh Village is located immediately south of Frontenac and west of Ladue. It operates under a statutory charter as an incorporated village.

Area. Huntleigh Village was incorporated as a village in 1929, with an area of 498 acres or 0.78 of a square mile. As the result of two annexations, the area of the Village has been increased to 625 acres or 0.97 square mile.

All of the Huntleigh Woods portion of Huntleigh Village is within the boundaries of the Ladue School District. The remaining portion of the Village south of Huntleigh Woods lies within the boundaries of the Kirkwood (R-7) School District. All of Huntleigh Village is within the St. Louis Metropolitan Sewer District.

Population. The population of Huntleigh Village at the time of incorporation in 1929 was estimated to be 75. The official 1940 United States Census reported a population of 168, an increase over the 1929 population of 124%. The 1948 annexation of Huntleigh Woods resulted in a total estimated population of 180, an increase of 7%. The official 1950 United States

Census reported a population of 180, no change from the estimated 1948 population. A special census taken in January 1958, reported a population of 358, an increase over the 1950 population of 99%.

Based on existing boundaries and zoning restrictions, it is estimated that the population of Huntleigh Village could increase by approximately 150 to a maximum population of 500.

If Huntleigh Village reaches its expected maximum population of 500, and if there are no changes in its present boundaries, the population density will be 515.

Zoning. Huntleigh Village is a village composed entirely of single-family residences. The zoning ordinance divides the Village into two- and three-acre residential districts. None of the area is zoned for commercial or industrial uses.

Approximately 205 acres or 33% of the total area of the Village is zoned for two-acre residences, 66% for three-acre residences, and 1% for roads. There are several tracts of land that are still undeveloped.

Governmental Organization and Services. Huntleigh Village has a Board of Trustees consisting of five members elected by voters of the Village at large. Other officers are appointed by the Board of Trustees, and consist of a Chairman of the Board of Trustees, Treasurer, Clerk, Marshal, and Collector.

Huntleigh Village has no regular departments which provide governmental services and no salaried employees. The Frontenac Police Department, by contract, furnishes police patrol service.

Fire protection is provided by the Kirkwood Fire Department at a cost of \$100 a call, which is paid by the owner of the property involved. The Village rents 36 fire hydrants from the St. Louis County Water Company at an annual cost of \$1,188. Huntleigh Village has received a class 10 rating from the Missouri Inspection Bureau for purposes of fire insurance coverage.

There are no publicly-maintained streets or roads in Huntleigh Village except Lindbergh Boulevard, which is maintained by the State Highway Department.

Other expenditures are made for legal services, office supplies, and miscellaneous expenses.

Governmental Expenditures. Huntleigh Village has established a General Fund to handle all its expenditures and revenues. The 1957 property tax rate was 34¢ per \$100 of assessed valuation. Table 11 shows the Huntleigh Village expenditures for 1957.

Table 11
Village of Huntleigh
1957 General Fund Expenditures

<u>Function</u>	<u>Amount</u>
Police Protection -----	\$5,700
Fire Hydrants -----	1,188
Other Expenses -----	<u>1,029</u>
Total Expenditures -----	\$7,917

Sources of Revenue. Huntleigh Village relies on the property tax as its primary source of revenue. The balance of its revenue is furnished by permit and inspection fees, the intangible property tax, and dog license fees. Huntleigh Village has never received any revenue from the County Road and Bridge Tax Refund, because it makes no expenditures for the maintenance of roads. The sources of revenue and the amounts collected during 1957 are summarized in Table 12.

1. Property Taxes. Property taxes provide more than 92% of total revenues of the Village. Table 13 presents the 1957 assessed valuation of the real property, personal property, and the public utility property.

None of the property in Huntleigh Village is exempt from taxation.

2. Intangible Property Tax. The revenue Huntleigh Village receives from the intangible property tax is distributed to it on the same

basis as that described for Ladue.

3. Building and Other Permit and Inspection Fees. Building permits are issued by the Clerk, and building inspections are made by an officer of the Village. The fees charged vary according to the number and types of inspection made. Huntleigh Village contracts with the County divisions of Electrical Inspection and Plumbing Inspection for electrical and plumbing inspections. One-third of all inspection fees collected by the County are refunded to the Village.

4. Dog License Fees. Dog license fees are \$1 or \$2, depending on the sex of the dog.

Table 12

Village of Huntleigh
1957 General Fund Revenues

<u>Source of Revenue</u>	<u>Amount</u>
Property Taxes	
Real -----	\$6,248
Personal -----	760
Intangible Property Tax -----	112
Building and Other Inspection Fees -----	400
Dog License Fees -----	83
Total Revenue -----	\$7,603

Table 13

Village of Huntleigh
1957 Assessed Valuation of Taxable Property

<u>Class of Property</u>	<u>Assessed Valuation</u>
Real -----	\$1,815,000
Personal -----	185,250
Public Utility -----	49,267
Total -----	\$2,049,517

Financial Position. Huntleigh Village owns no fixed assets and has no bonded indebtedness. The Village Treasurer reported a cash surplus of \$10,351 at the end of 1957. It is estimated that this cash surplus will remain unchanged at the end of 1958.

Summary of Part I. The area, population, assessed valuation of taxable property, tax rates per \$100 of assessed valuation, General Fund expenditures and revenues, and financial position of Ladue, Frontenac, and Huntleigh Village are summarized in Table 14.

Table 14

Summary of Basic Data Relating to
Ladue, Frontenac, and Huntleigh Village

	<u>Ladue</u>	<u>Frontenac</u>	<u>Huntleigh Village</u>
Area			
Acres -----	5,395	1,808	625
Square miles -----	8.43	2.83	0.97
Population			
1958 -----	9,044	2,203	358
Maximum -----	12,500	3,903	590
Assessed Valuation of Taxable Property (1957) -----	\$45,699,730	\$8,222,201	\$2,049,517
Property Tax Rates per \$100 assessed valuation (1957)			
General Fund -----	34.0¢	69.0¢	34.0¢
Sinking Fund -----	2.7	-----	-----
Policemen and Firemen Pension Fund -----	3.3	-----	-----
Total	40.0¢	69.0¢	34.0¢
General Fund (1957)			
Expenditures -----	\$314,686*	\$ 64,414	\$ 7,917
Revenues -----	\$369,620*	\$ 85,998	\$ 7,603
Financial Position			
Bonded Debt** -----	\$ 80,000	-----	-----
Estimated Surplus***-	\$266,471	\$105,000	\$10,351

*Includes both the General Fund and the County Road and Bridge Tax Refund Account.

**As of January 1, 1958.

***As of December 31, 1958.

Part II

Description of Consolidated Ladue

Part II describes the area, population, zoning, governmental organization, expenditures, sources of revenues, and financial position of Ladue, Frontenac, and Huntleigh Village if they were consolidated. The consolidated city hereafter will be referred to as Consolidated Ladue.

Area

The total area of Consolidated Ladue would be 7,828 acres or 12.23 square miles, making it the largest city in area in St. Louis County. By comparison, the next largest municipality in area is the Village of Bridgeton, with 5,485 acres or 8.57 square miles. In Table 15, the area of Consolidated Ladue is compared with the areas of selected St. Louis County municipalities.

Table 15

Comparison of Consolidated Ladue with Selected
St. Louis County Municipalities by Area

<u>Municipality</u>	<u>1957 Area</u>	
	<u>Acres</u>	<u>Square Miles</u>
CONSOLIDATED LADUE ----	7,828	12.23
Bridgeton -----	5,485	8.57
Kirkwood -----	4,893	7.65
Webster Groves -----	3,840	6.00
University City -----	3,776	5.90

Population

The estimated population of Consolidated Ladue would be 11,605, and the estimated population density 949 per square mile. If there were no changes in the existing area or in the zoning restrictions, Consolidated Ladue would have an estimated maximum population of 16,903, and an estimated maximum population density of 1,382 per square mile. Table 16 compares the estimated populations and estimated population densities of Consolidated Ladue

and selected St. Louis County municipalities.

Table 16
Comparison of Consolidated Ladue with Selected St. Louis
County Municipalities by Population and
Density of Population

<u>Municipality</u>	<u>Estimated 1957</u> <u>Population</u>	<u>Estimated 1957</u> <u>Density of</u> <u>Population</u> <u>Per Square Mile</u>
CONSOLIDATED LADUE -----	11,605*	949*
University City -----	56,000	9,492
Clayton -----	17,831	5,244
Webster Groves -----	29,232	4,872
Kirkwood -----	26,000	3,399

*As of January 1, 1958.

Zoning

There are several differences among the existing zoning ordinances of Ladue, Frontenac, and Huntleigh Village, which would have to be considered in establishing logical zoning regulations for Consolidated Ladue. Analysis of the existing ordinances reveals that they provide for eight different residential zoning districts, according to the maximum area of lots. No one class of residential district is common to all three municipalities, and only one class is common to two municipalities.

Another difference among the zoning ordinances of the three municipalities is in the non-conforming uses permitted. For example, Huntleigh Village permits churches, private clubs, and private schools in its two-acre residential district, whereas Ladue does not allow such uses in its 1.8-acre residential district except by special permit.

A third difference is in the zoning of Lindbergh Boulevard by Ladue and Frontenac. Ladue has zoned the east side of Lindbergh Boulevard for

residential use, except at Conway Road and Clayton Road, where areas have been zoned for commercial use. In Frontenac, the west side of Lindbergh Boulevard is zoned about half for residential use and half for commercial use.

Governmental Organization, Expenditures, and Revenues

For purposes of estimating the necessary expenditures, revenues, and taxes of Consolidated Ladue, this report makes the following assumptions:

1. Consolidated Ladue would have the same elective offices, such as Mayor and Councilman, and the same administrative offices, such as City Clerk, as are presently found in the City of Ladue.
2. Consolidated Ladue would extend to Frontenac and Huntleigh Village the municipal services presently provided by Ladue, so that all three areas would receive the same municipal services.
3. Consolidated Ladue would rely on the same sources of revenue for financing its municipal operations as are presently used by Ladue, and its tax rates, fees, and other charges would be at the same level as those now collected by Ladue.
4. Consolidated Ladue would establish the following funds for handling its expenditures and revenues: General Fund (current operations), Sinking Fund (bonded debt), and Policemen and Firemen Pension Fund.

General Fund (Operating) Expenditures

In Table 17, the estimated General Fund expenditures of Consolidated Ladue during its first year of operations are compared to the operating expenditures which it is estimated Ladue, Frontenac, and Huntleigh will make during 1958 if they are not consolidated. Each expenditure figure shown for Consolidated Ladue represents the amount the City of Ladue would spend for the particular municipal service, plus the estimated cost of extending the service to the areas of Frontenac and Huntleigh Village.

Table 17

Estimated 1958 General Fund (Operating) Expenditures
Ladue, Frontenac, and Huntleigh Village
Consolidated and Unconsolidated

<u>Function</u>	<u>Unconsolidated</u>				<u>Consolidated*</u>	<u>Increase or Decrease*</u>
	<u>Ladue</u>	<u>Frontenac</u>	<u>Huntleigh Village</u>	<u>Total</u>		
Administration--	\$ 50,703	\$ 7,707	\$ 198	\$ 58,608	\$ 63,239	\$ 4,631
Police -----	108,560	31,090	5,700	139,650**	148,595	8,945
Fire -----	104,795	2,665	1,188	108,648	151,279	42,631
Roads -----	59,178	7,337	-----	66,515	81,673	15,158
Forestry -----	200	-----	-----	200	300	100
Inspectional Services ----	3,500	878	-----	4,378	4,000	-378
Other -----	---	---	831	831	---	-831
Total -----	\$326,936	\$49,677	\$ 7,917	\$378,830**	\$449,086	\$70,256

*Consolidated costs assume that all three areas would receive municipal services comparable to those now provided in Ladue.

**This figure is less than the total of the figures shown for the three municipalities. The \$5,700 difference represents the amount which Huntleigh Village pays to Frontenac for police services. This payment has been excluded from the total for the three municipalities in order to avoid a duplication.

Administrative Department. To handle the increased volume of administrative and tax collection work caused by consolidation, the Administrative Department of Ladue would need, in addition to the present personnel, an assistant bookkeeper, a stenographer-clerk, and a typist clerk. The total annual salary, including Social Security contributions, for these additional employees is estimated to be \$9,938. Additional office equipment would be required at an estimated cost of \$2,122.

The Ladue public health programs of rabies control, restaurant inspection, and mosquito control would have to be expanded at an estimated cost of \$476.

Police Department. To extend Ladue's present level of police protection to Frontenac and Huntleigh Village, the Ladue Police Inspector has estimated that seven police officers would have to be added to the 15 police officers now serving Ladue, making a total of 22 police officers. Frontenac has five police officers who can be integrated into the Ladue Police Department. The estimated 1958 salary expenditure for the seven additional police officers is \$31,992. Two additional patrol cars would be needed. The two patrol cars presently used by Frontenac would be available. One of these cars, however, would have to be traded in 1958 at an estimated replacement cost of \$1,300. There would be increased expenditures for auto maintenance, uniform allowance, and radio equipment, totaling an estimated \$6,743.

Fire Department. The Missouri Inspection Bureau has recommended the following additions to the Ladue fire protection facilities if the three municipalities were consolidated:

1. A fire station building to be located in Frontenac on Clayton Road, between Lindbergh Boulevard and Huntleigh Downs Road.
2. A 750 gallon per minute fire engine pump and the necessary apparatus to equip the fire station.
3. A sufficient number of full-time firemen to maintain a minimum of four firemen on duty at all times.
4. Three additional fire hydrants for specified areas in Frontenac.

The extreme southern portion of Frontenac and the southwestern portion of Huntleigh Village are beyond the two-mile driving range of the proposed fire station, and would therefore receive a Class 8 rating for purposes of fire insurance coverage. All of the remaining area of Consolidated Ladue would be given a Class 6 rating.

The Ladue Fire Chief has estimated that eight firemen would be needed to man the new fire house, at an estimated total salary cost of \$37,302. This is the same number of personnel assigned to each of the two Ladue fire

houses. The estimated operating expenditures connected with the new fire house would total \$3,962. The rental of 145 fire hydrants in Frontenac and Huntleigh Village would cost an estimated \$5,220.

The cost of fire fighting equipment and other equipment required to furnish the new fire house has not been included in the estimated 1958 operating expenditures for Consolidated Ladue. The estimated cost of such equipment is \$23,870. If the new fire house were to be of the same architectural style as the other two fire houses in Ladue, it is estimated that it would cost approximately \$82,000. There are a limited number of sites available in the area designated by the Missouri Inspection Bureau. It may be necessary to purchase a three or four-acre tract of land in order to obtain an adequate location for the fire house. The estimated cost of the property, including the installation of the necessary improvements, is \$18,000. The total estimated cost of the property, fire house, and necessary equipment is \$123,870. The combined cash surpluses of Frontenac and Huntleigh Village by 1959 will total approximately \$115,000, which would provide all but \$8,870 of the estimated total costs of the new fire house, including land and equipment.

Road and Forestry Departments. The Ladue Road Inspector has reported that the extension of Ladue road maintenance services to Frontenac and Huntleigh Village would require a five-year road improvement program in Frontenac, in addition to the ordinary road maintenance services. There would be no expenditures for road maintenance in Huntleigh Village, since it has no public roads.

Frontenac has five and one-half miles of public roads. Portions of these roads are less than the standard 22 foot width established by Ladue, and would require widening and some resurfacing. Approximately one-half mile of the one and one-half miles of Clayton Road, which passes through Frontenac, will need patching and resurfacing. A new bridge is needed on

Spoeede Road. Other needed improvements and equipment are for signs and markers, guard rails, and a maintenance truck. The estimated total cost of these road improvements and equipment is \$52,500, or an average annual cost of \$10,500 for five years. Most of these improvements would be made by contract with a private road construction company.

The Ladue Road Inspector has estimated that four additional laborers, two regular and two seasonal, would be required to maintain the public roads in Consolidated Ladue at an estimated cost of \$10,255. Additional supplies, material, and maintenance of equipment would be needed at an estimated cost of \$1,740.

It is estimated that the Ladue Forestry Department, which is administered by the Road Inspector, would have to increase its expenditures by \$100 if the three municipalities are consolidated.

Inspectional Services. It is estimated that the inspections to be made in 1958 by the Building, Sewer and Plumbing, and Smoke Departments in Consolidated Ladue would be approximately twice as many as those made in Ladue. The increased number of inspections would require additional automobile allowance for the Building Inspector, and additional office supplies, at an estimated cost of \$500.

General Fund (Operating) Revenues

In Table 18, the estimated General Fund revenues of Consolidated Ladue during its first year of operations are compared to the General Fund revenues which it is estimated Ladue, Frontenac, and Huntleigh Village will have during 1958 if they are not consolidated. Each revenue figure shown for Consolidated Ladue represents the amount the City of Ladue would collect from its present tax rate, fee, or other charge, plus the amount which it is estimated would be collected by extending Ladue's tax rate, fee, or other charge to Frontenac and Huntleigh Village.

Property Taxes. The present property tax rates per \$100 assessed

Table 18

Estimated 1958 General Fund Revenues
Ladue, Frontenac, and Huntleigh Village
Consolidated and Unconsolidated*

<u>Source of Revenue</u>	<u>Unconsolidated</u>			<u>Total</u>	<u>Consol- dated</u>	<u>Increase or Decrease</u>
	<u>Ladue</u>	<u>Frontenac</u>	<u>Huntleigh Village</u>			
Property Taxes						
Real Estate -----	\$129,987	\$ 48,435	\$6,171	\$184,593	\$160,025	-\$24,568
Personal Property ----	15,984	6,006	630	22,620	19,574	-3,046
Public Utilities -----	5,693	2,293	168	8,154	6,990	-1,164
Merchants & Manufacturers -----	3,715	---	---	3,715	4,685	970
Intangible Taxes -----	5,565	889	112	6,566	6,566	---
County Road & Br.						
Tax Refund -----	50,938	9,198	---	60,136	66,552	6,416
Gasoline Tax -----	51,550	5,788	---	57,338	63,126	5,788
Motor Vehicle						
Licenses -----	10,633	---	---	10,633	12,833	2,200
Public Utility						
License Tax -----	54,555	13,880	---	68,435	65,271	-3,164
Business and Other						
Licenses -----	28,601	5,000	83	33,684	32,884	-800
Building and Other						
Permit and Inspection						
Fees -----	8,075	3,806	400	12,281	12,510	229
Other Fees -----	100	---	---	100	110	10
Police Court Fines ----	3,575	8,375	---	11,950	6,575	-5,375
Interest on Bonds ----	7,380	---	---	7,380	7,380	---
Other Revenue -----	750	11,400	---	6,450**	775	-5,675
Total -----	\$377,101	\$115,070	\$7,564	\$494,035**	\$465,856	-\$28,179

*Unconsolidated revenues are on the basis of the present tax rates and other charges of each municipality. Consolidated revenues are based on the assumption that Ladue's present tax rates and other charges would be applied to the entire area of Consolidated Ladue.

**This figure is less than the total of the figures shown for the three municipalities. The \$5,700 difference represents the amount which Huntleigh Village pays to Frontenac for police services. This payment, which is essentially a transfer of revenue from one municipality to the other, has been excluded from the total figures for the three municipalities in order to avoid a duplication.

valuation of the three municipalities for General Fund purposes are: Ladue, 34.0¢; Frontenac, 69.0¢; and Huntleigh Village, 34.0¢. Consolidated Ladue would have a 34.0¢ property tax rate per \$100 assessed valuation, or the same tax rate as the City of Ladue. Because of the reduction in the tax rate for property in Frontenac, Consolidated Ladue would receive less property tax revenue than would be collected by the three municipalities unconsolidated.

Intangible Property Tax. Consolidated Ladue would receive from the intangible property tax the combined total of the revenues presently received from this source by the three municipalities.

County Road and Bridge Tax Refund. The County Road and Bridge Tax refund available to Consolidated Ladue would be \$6,416 more than would be received from this source by the three municipalities unconsolidated. This increase is due to the fact that Consolidated Ladue would be able to collect the amount of refund which is presently available to Huntleigh Village, but is not received by this Village because it makes no expenditures for road purposes.

Gasoline Tax. Consolidated Ladue would collect approximately \$5,788 more revenue from the gasoline tax than Ladue and Frontenac presently collect from their gasoline taxes. This increase in revenue would be caused by the extension of the Ladue gasoline tax of 1¢ per gallon to Frontenac, which has a gasoline tax of only ½¢ per gallon. Huntleigh Village has no service stations.

Motor Vehicle License. The motor vehicle licenses of Ladue would be extended to Frontenac and Huntleigh Village, neither of which has a motor vehicle license. Consolidated Ladue would receive an estimated \$2,200 more from this source of revenue than is collected by Ladue unconsolidated.

Public Utility License Tax. The Ladue public utility license tax is 3½% of the gross receipts of each public utility doing business in Ladue.

Assuming that this same tax rate would be extended to Frontenac and Huntleigh Village, Consolidated Ladue would receive an estimated \$3,164 less than is collected from this source by the three municipalities unconsolidated. Frontenac now has a public utility tax rate of 5%, while Huntleigh Village does not have such tax.

Business and Other License Taxes. Extension of the Ladue merchants and manufacturers license tax, and other special license taxes would provide Consolidated Ladue with an estimated \$800 less revenue than the total revenue received by Ladue, Frontenac, and Huntleigh Village from these sources. This difference in revenue is caused by the differences in the present license tax rates of Ladue and Frontenac. Huntleigh Village has only a dog license tax.

Building and Other Permits and Inspection Fees. Extension of the fees charged by Ladue for building, plumbing, electrical, and smoke permits and inspections to Frontenac and Huntleigh Village would provide Consolidated Ladue with an estimated \$229 more revenue than the total revenue received by Ladue, Frontenac, and Huntleigh Village. This difference in revenue is caused by the differences in the permit and inspection fees presently charged by the three municipalities.

Other Fees. Ladue charges fees for the operation of motor buses and trucks, and fees for the impounding of dogs. Frontenac and Huntleigh Village do not make such charges. Consolidated Ladue would receive an estimated \$10 more revenue from these fees than is received by Ladue unconsolidated.

Police Court Fines. It is estimated that Consolidated Ladue would collect \$5,375 less from police court fines than is collected from this source by the three municipalities unconsolidated. This reduction arises from the assumption that Ladue's present schedule of fines for traffic offenses would be extended to Frontenac, whose fines are higher than Ladue's.

Huntleigh Village has no public roads, and therefore does not collect traffic fines.

Interest on Bonds. Consolidated Ladue would collect the same interest on bonds as would be collected by Ladue. Neither Frontenac nor Huntleigh Village has any funds invested in bonds.

Other Revenue. It is estimated that Consolidated Ladue would receive \$5,675 less from "other revenue" than is received by the three municipalities unconsolidated. This reduction is based on the assumption that Consolidated Ladue would follow the City of Ladue's policy of not providing police service to neighboring municipalities, and therefore would not renew the contract which Frontenac has with Westwood.

Bonded Indebtedness

The cost of servicing Ladue's bonded debt in 1958 will be \$11,058. Consolidation of the three areas would make it possible for the Sinking Fund tax rate to be reduced from 2.7¢ to 2.5¢ per \$100 assessed valuation, because the tax rate would be applied to the assessed valuation of all three areas. The reduced tax rate would still provide Consolidated Ladue with the necessary revenue to service the debt.

Policemen and Firemen Pension Fund

The consulting actuary for the Ladue Policemen and Firemen Pension Fund has estimated that the tax rate levied for this fund would have to be increased from 3.3¢ to 3.5¢ per \$100 assessed valuation of taxable property. The increase is made necessary by the addition of seven policemen and eight firemen who would be eligible to receive pension benefits.

Financial Position

Consolidated Ladue would own all the fixed assets in the form of land, building, and equipment now held by the three municipalities. Consolidated Ladue would take over Ladue's bonded indebtedness which presently is \$80,000, and also the cash surpluses of the three municipalities which by 1959 will total an estimated \$381,822.

Part III

Major Findings and Conclusions

Part III summarizes the major findings and conclusions of the Institute as to the proposed consolidation of Ladue, Frontenac, and Huntleigh Village.

Findings

The findings of the study are of two types: financial and non-financial. Both types are analyzed for each of the three municipalities.

Financial. A comparison of Tables 17 and 18 reveals one of the most significant findings of the study. Specifically, the estimated total 1958 operating revenue of Consolidated Ladue would exceed the estimated total 1958 operating expenditures of Consolidated Ladue by \$16,770. This means that Consolidated Ladue would be able to raise sufficient revenue, based on the present General Fund tax rate and other charges made by Ladue, to support the extension of Ladue's governmental services to Frontenac and Huntleigh Village.

Presented elsewhere in the report is the related finding that consolidation would allow the Ladue property tax rate levied for the Sinking Fund to be reduced by two-tenths of one cent per \$100 assessed valuation, offsetting the necessary increase of two-tenths of one cent for the Police-men and Firemen Pension Fund.

Thus, consolidation would affect the tax rate per \$100 assessed valuation of each municipality as follows: Ladue, no increase in the total municipal property tax rate of 40¢; Frontenac, a decrease from 69¢ to 40¢; and Huntleigh Village, an increase from 34¢ to 40¢.

Another important finding is that consolidation would not reduce the level of governmental services now enjoyed by residents of Ladue. It would not only maintain the present level of services, but would also increase the police, fire, and road personnel and equipment available for use in

Ladue. At the same time, Frontenac and Huntleigh Village would receive the same level of police and fire protection and road maintenance now provided by Ladue. Furthermore, Frontenac and Huntleigh Village would be eligible to receive lower ratings for the purpose of fire insurance coverage, which would reduce the cost of fire insurance to homeowners.

The findings also reveal that the cash surpluses of Frontenac and Huntleigh Village, which by 1959 will total approximately \$115,000, would pay for all but approximately \$8,870 of the cost of building and equipping a fire station to be located in Frontenac, at an estimated total cost of \$123,870. This \$8,870 could be financed from the excess of revenue over expenditures estimated for Consolidated Ladue's first year of operations.

Non-Financial. One of the most important non-financial findings of the study is that, despite the substantial difference in the size of area and population, governmental organization, and financial position of the three municipalities, they have much in common as communities. Each is a predominantly residential community zoned for single-family dwellings. In each community, industrial and commercial zoning has either been limited or prohibited. There are some significant differences in the zoning districts and in the non-conforming uses allowed, which would have to be reconciled if consolidation is carried out. However, these differences in zoning do not appear to be an insurmountable obstacle.

A further finding is that consolidation would create a municipality of 7,828 acres or 12.23 square miles. Its population would be approximately 11,600, with the possibility of increasing to approximately 16,900. This would make Consolidated Ladue the largest municipality in total area in St. Louis County. It would rank among the 20 largest County municipalities in total population.

Conclusions

The proposed consolidation of Ladue, Frontenac, and Huntleigh Village would put them in a better position to plan and control their future growth and development, and to work out solutions for the problems they have in common. Also, Consolidated Ladue, with a population of more than 10,000, would have authority, under the State Constitution, to frame and adopt a Home Rule City Charter. This would mean that voters of Consolidated Ladue could choose the form of government and the municipal services best suited to maintain and develop their community.

Residents of the three communities, by consolidating, would form a government better able to provide efficiently and economically the municipal services they need and want. They would also help to solve one of the most serious problems of St. Louis County--the multiplicity of municipal governments.